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ABSTRACT

A brief guide to the "new profession" of manpower planning (the allocation of very limited resources for the delivery of a wide range of possible services), this report contains information about the Comprehensive Employment and Training Act of 1973 (CETA) and serves as an outline, or planner's primer, for manpower planning. Eligibility for CETA, the services offered, and forbidden activities under the 1973 Act are discussed. The planner's primer covers topics such as problem analysis, the planner's staff and its responsibilities, developing a plan, charter for multi-county consortia (counties banding together with a charter detailing organization and duties), manpower delivery, a manpower planning evaluation formula, a list of planning sources, a logical sequence of planning steps, and a three-year staff output schedule. Flowcharts are included. (NH)

EVERYTHING YOU EVER WANTED TO KNOW ABOUT MANPOWER...

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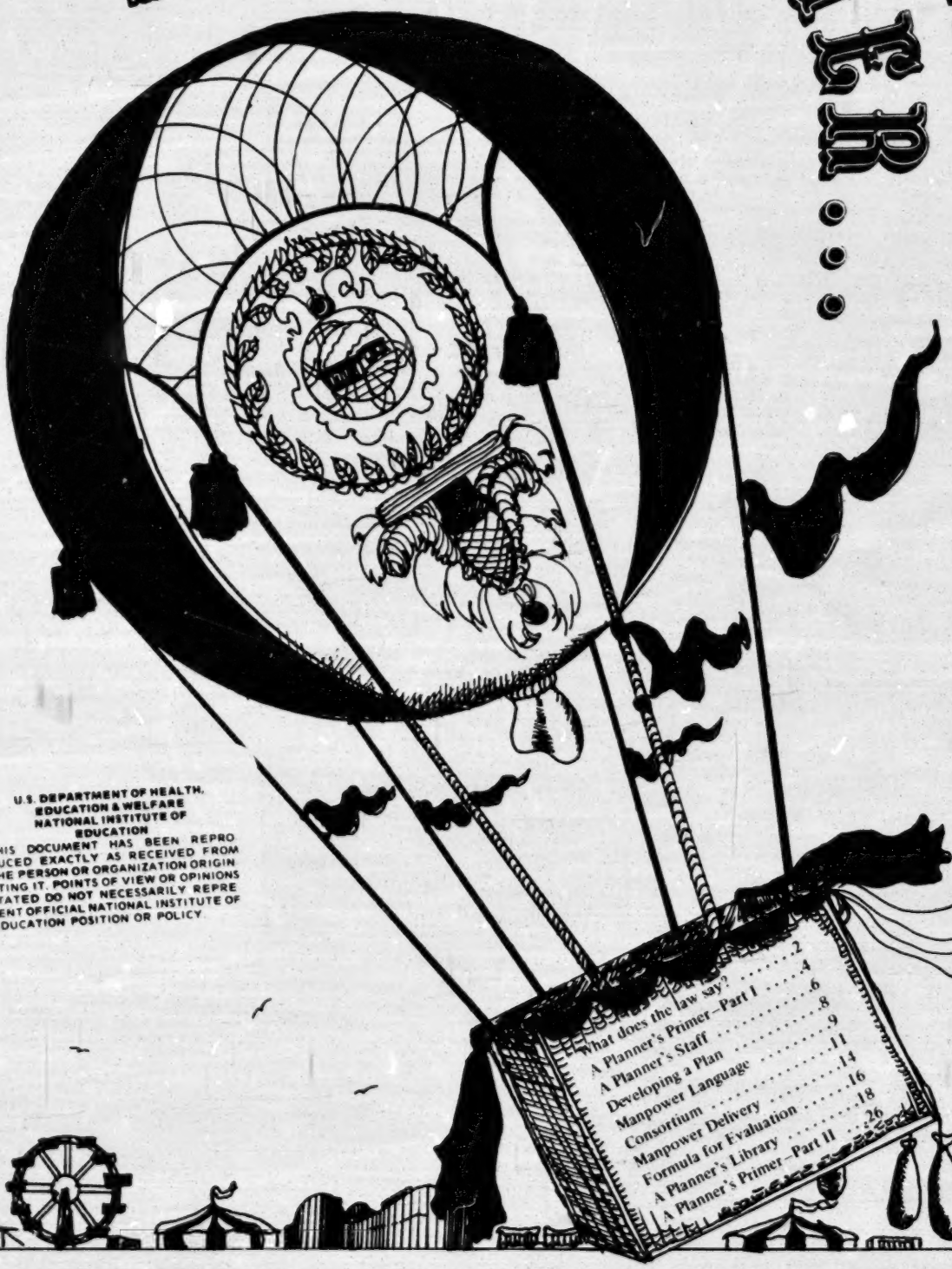

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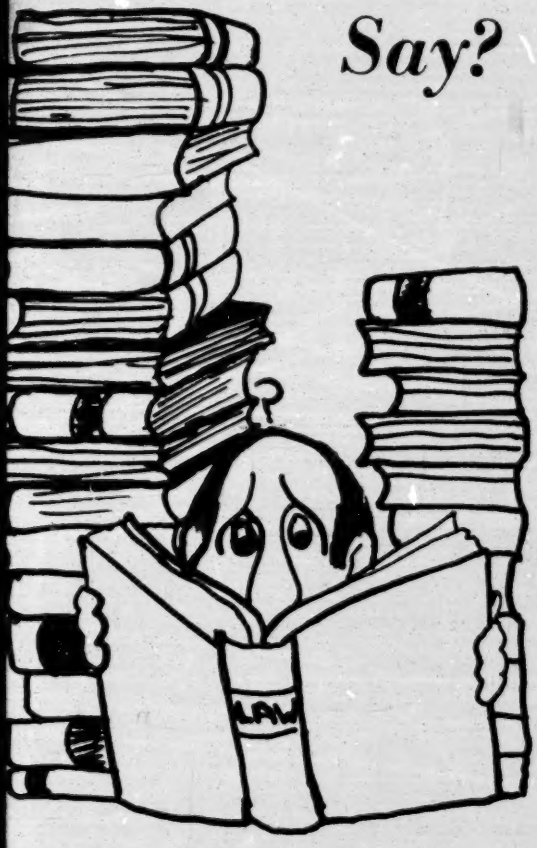
What Does The Law Say?



Department of Labor regulations will interpret and describe normal procedures for implementing Title I of the Comprehensive Employment and Training Act of 1973 (CETA). But in developing a local program, manpower planners must be firmly grounded in the law itself. Regulations and guidelines can be challenged if a proposal adheres to the purposes and provisions of law, e.g., exceptions granted to EEA prime sponsors.

What is the purpose of CETA?

". . . to provide job training and employment opportunities for economically disadvantaged, unemployed and underemployed persons, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency. . . " **Section 2.**

State and local programs funded under Title I are designed ". . . to provide comprehensive manpower services throughout the nation. Such programs shall include the development and creation of job opportunities and the training, education and other services needed to enable individuals to secure and retain employment at their maximum capacity." **Section 101.**

How will it be carried out?

". . . by establishing a flexible and decentralized system of federal, state and local programs." **Section 2.**

Who is eligible for program services?

1. The "Economically disadvantaged" **(Section 2)**, also called "low-income" persons. " 'Low-income level' means $7,000 with respect to income in 1969, and for any later year means that amount which bears the same relationship to $7000 as the Consumer Price Index for that year bears to the Consumer Price Index of 1969, rounded to the nearest $1000." **Section 601(a)(4).** To compute, the equation is as follows:

$$\frac{X}{\$7{,}000} = \frac{\text{CPI 1975}}{\text{CPI 1969}}$$

2. The "unemployed." **Section 2.** Basically, the "unemployed" includes people without jobs who are available and willing to work. Welfare or social security recipients and the working poor are also eligible program participants, though they may not be taken into account in making Title I or Title II allocations. **Section 601(a)(12).**

3. The "underemployed" **(Section 2)**, who include the following:
   - **(A)** "persons who are working part-time but seeking full-time work;
   - **(B)** persons who are working full-time but receiving wages below the poverty level determined in accordance with criteria established by the Director of the Office of Management and Budget." **Section 601(a)(11).**

What eligible participants should get special attention from the prime sponsor?

". . . to the maximum extent feasible manpower services, including the development of job opportunities, will be provided to *those most in need* of them, including *low income persons* and *persons of limited English-speaking ability* . . ." **Section 105(a)(1).**

Title I defines no other special target groups, but other parts of the Act mention the following groups. They are therefore probably included in the Congressional definition of "those most in need."

1. ". . . unemployed persons who served in the Armed Forces in

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Indochina or Korea on or after August 5, 1964. . ." **Section 205(c)(5).**

2. ". . . unemployed persons who are the most severely disadvantaged in terms of the length of time they have been unemployed and their prospects for finding employment without assistance. . ." **Section 205(c)(7).**
3. ". . . persons who have participated in manpower training programs. . ." but have no immediate job prospects. **Section 205(c)(9).**
4. ". . . youth, offenders, persons of limited English-speaking ability, older workers. . ." **Section 301(a).**
5. American Indians. **Section 302(c)(2).**
6. Migrant and seasonal farmworkers. **Section 303.**
7. "students from low income families. . ." **Section 304(a)(1).**
8. ". . . middle-aged and older men and women . . . who are unemployed as a result of the closing of a plant or factory or a permanent large-scale reduction in the work force of a locality. . ." **Section 304(a)(6).**

What services can be offered under this program?

The local program may include, but is not limited to, the following activities from **Section 101**:

(1) "outreach. . ." or recruitment
(2) "assessment of the individual's needs, interests and potential . . . referral to appropriate employment, training, or other opportunities."
(3) "orientation, counseling, education, and institutional skill training. . ."
(4) "training on the job."
(5) "payments or other inducements to public or private employers to expand job opportunities. . . "
(6) "services to individuals to enable them to retain employment,"
(7) "payment of allowances to persons in training. . . "
(8) "supportive services . . . including . . . health care, child care, residential support . . . bonds . . . " etc.
(9) "development of information concerning the labor market . . . "
(10) manpower activities " . . . conducted by community-based organizations,"
(11) "transitional public service employment . . . "
(12) "any programs authorized by part A of Title III and by Title IV of this Act."

Part A of Title III includes programs for persons of limited English-speaking ability **(Section 301(b))**; for offenders **(Section 301(c))**; for Indians **(Section 302)**; for migrant and seasonal farmworkers **(Section 303)**; and programs similar to Neighborhood Youth Corps In-School, Out of School and Summer, Operation Mainstream, Public Service Careers. **Section 304(a)(1-7).** Title IV authorizes Job Corps Civilian Conservation Centers, men's centers and women's centers.

Can a prime sponsor choose to provide any mix of these services?

"The Secretary shall not disapprove any plan solely because of the percentage of funds devoted to a particular program or activity. . . " **Section 108(c).**

What activities are forbidden?

". . . maintaining a pattern or practice of discrimination . . . " **Section 108(d)(1).** Also see **Section 603(1)** and **Section 612.**

". . . incurring unreasonable administrative costs . . . " **Section 108(d)(2).**

". . . failing to give due consideration to continued funding of programs of demonstrated effectiveness . . . " **Section 108(d)(3).**

Public service employment activities must not displace currently employed workers, nor ". . . impair existing contracts for services," nor substitute " . . . Federal for other funds in connection with work that would otherwise be performed . . . " nor " substitute public service jobs for other Federally assisted jobs." **Section 208(a)(1).**

". . . political activities." **Section 603(2). Section 610.**

"participants. . .will not be employed on the construction, operation or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship." **Section 603(3).**

"Persons shall not be referred for training in an occupation which requires less than two weeks of preemployment training unless there are immediate employment opportunities available in that occupation." **Section 603(8).**

No persons will be referred to institutional skill training or on-the-job training " . . . unless the Secretary or the prime sponsor, as appropriate, shall have determined that there is a reasonable expectation of employment . . . " **Section 603(10).**

No program will be offered " . . . in the lower wage industries where prior skill or training is typically not a prerequisite to hiring . . . " **Section 604(a).**

No program will " . . . assist in relocating establishments from one area to another . . . " if it results in " . . . an increase in unemployment in the area of original location. . . " **Section 604(a).**

"Acceptance of family planning services . . . shall not be a prerequisite to eligibility for or receipt of any benefit. . . " **Section 604(b).**

"No non-governmental individual, institution or organization shall evaluate any program . . . " if they are " . . . associated with that program as a consultant, technical advisor, or in any similar capacity." **Section 604(c).**

"Theft or embezzlement from manpower funds; improper inducement." **Section 611.** ■

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A Planner's Primer

Only three years ago, state and local governments were first offered grants for manpower planning. The economists, social scientists and program operators hired by those governments created the now growing profession of manpower planning. The results reflect individual styles and capabilities as well as varying local situations. Successful planners may be flamboyant politicians, careful statisticians, solid grantsmen or just good horse-traders. It is tempting to say that a successful planner should be a little of each.

The new element in 1973, of course, is the potential for truly decategorized programming. Although manpower revenue sharing has been discussed for years, 1973 has seen the first efforts to carry it out in the nine pilot Comprehensive Manpower Program (CMP) experiments. The Labor Department, moreover, has given the go-ahead for the creation of new CMPs. Anticipating further development of this concept, the Labor Department recently offered operational manpower planning grants to 155 counties which have had no previous federal planning support.

Veterans in the system as well as new planners will have to create their own local version of the overall manpower system. They will no longer have the restrictions – or the excuse – of categorical program limitations. "Planning" is no longer isolated. It can be assumed that a county "manpower director" will be responsible, not only for current planning, but eventually

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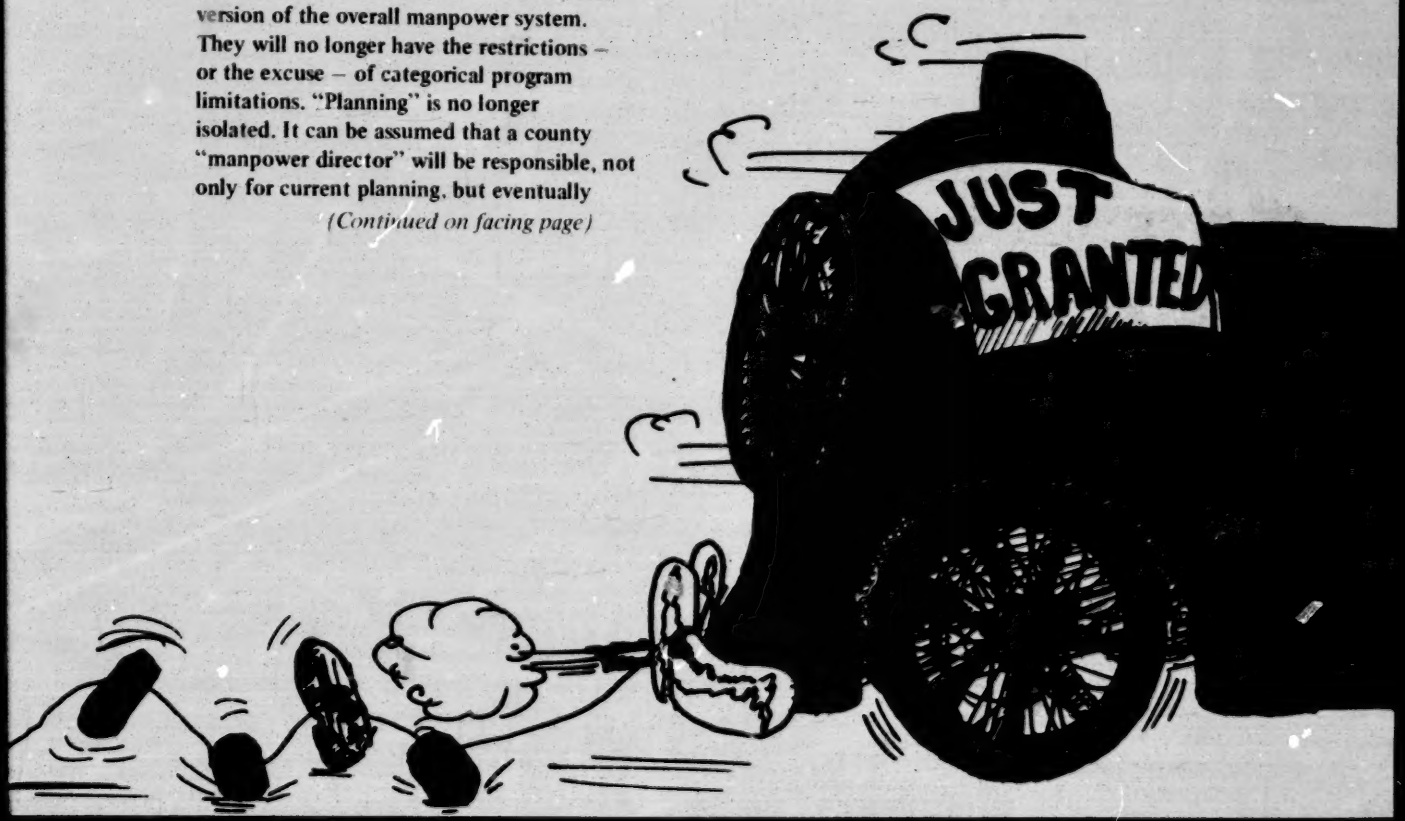

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A Planner's Primer cont.

for a full operations staff as well. Planning – whether conducted by a single individual or a staff of eight – can no longer be confined to setting conceptual priorities. The "manpower director" must become concerned with organizational and fiscal problems that go along with the coming operational responsibility.

The rough outline for "manpower planning" that begins below and will be continued on page 26 of this report assumes that the county's new staff – and particularly its director – is a core group preparing for an operational manpower program. It draws heavily on the three years' experience of pioneer manpower planners and their projections of changes to come.

I. Definition of Manpower Planning

Fundamentally, manpower planning is the allocation of very limited resources for the delivery of a wide range of possible services. Central to this process is the design and coordination of a total local delivery system. The planner's role is to study, recommend and persuade; final decisions rest with the elected official.

Planning can be divided into two different, but closely related, kinds of activities:

A. Problem analysis includes the resolution of four basic issues:

1. Because the need for manpower services in virtually any community vastly exceeds the available resources, the planner must recommend a solution to the problem of who, among those in need, will actually receive services. While most planners seek a middle ground in resolving this issue, there are two opposing approaches:

   a. Equity. Services should be divided among all geographic and/or disadvantaged groups of people in proportion to their needs.

   b. Impact. One or two high priority groups should be selected, based on need and program operators' special abilities. All manpower resources should then be directed to the special target group in hopes of substantially altering the problem.

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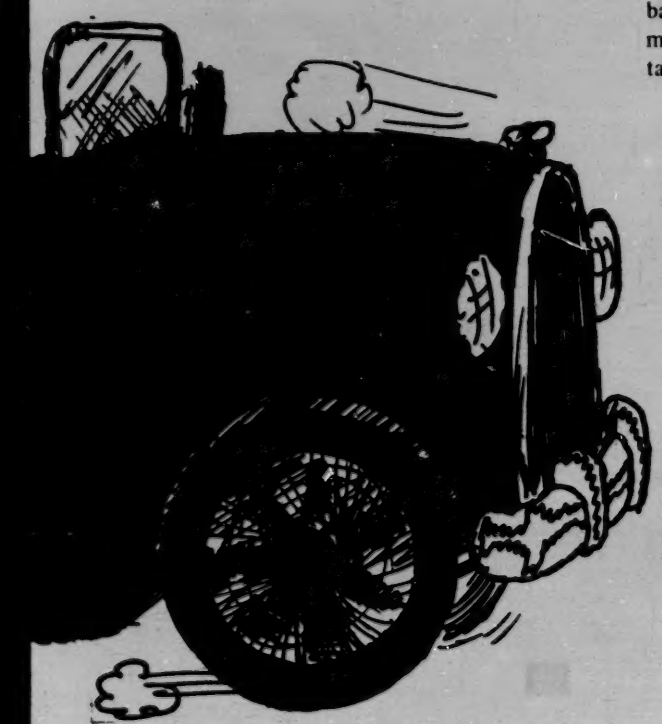

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A decisive period of planning for manpower revenue sharing (MRS) has begun. Operational manpower planning grants have recently been offered by the Department of Labor to counties with population over 150,000 (exclusive of any city of 100,000). These grants provide funding for from two to eight staff positions, depending on the size of the jurisdiction. A number of planning activities are mandated:

–Inventory and review of existing manpower programs

–Cooperative planning with allied manpower agencies

–Participation with the Comprehensive Area Manpower Planning System (CAMPS) staff in area-wide planning activities

–Exploration of multi-jurisdictional arrangements with adjacent jurisdictions

–Planning for consolidated, decategorized program operations and designing an appropriate delivery system

–Cooperative planning with state manpower planners

–Development of local priorities

–Staff recruitment and development

Counties now have the opportunity, under this recent funding, to prepare for the sponsorship of manpower programs that will take place under manpower revenue sharing. The transition to decategorized programs requires substantial preliminary planning. The planning staff should first have an accurate picture of area population and employment, as well as the existing network of manpower resources and service deliverers. Because decision-making responsibility will fall to the elected official under MRS, the major task of the manpower planner will be to serve that official as policy advisor. A comprehensive information base will enable the planner to justify and/or defend his recommended allocation of resources.

A planning capability developed prior to MRS will facilitate cooperation between the county manpower programs and the many other agencies which are involved in the manpower/human services area. Institutions such as the Employment Service, and the Departments of Education, Vocational Education and Vocational Rehabilitation will not be directly affected by the shift to MRS. Contacts made with these agencies at an early stage of planning will not only benefit the planner, but will enhance the success of the program itself after implementation.

Confronted with new responsibilities, and provided with an unprecedented opportunity to respond, how then should counties proceed?

staff responsibilities

During the planning period, the staff should ultimately recommend a system of manpower resource allocation to the elected officials with decision-making authority.

the director

Whether he or she works alone, or heads up a specialized staff of eight, one person must be given full-time responsibility for directing the work of the planning staff. As the person who recommends the allocation of resources and alternative program approaches to the decision-making body, the director must be able to gain the confidence of locally elected officials.

He must be able to tie the manpower program to the agencies in the area with interest in the manpower/human resources field. Unlike other information gathering functions, establishing the network of government and community relations is one task which must be performed by the planning staff itself; it can not be left to the efforts of others.

Continuing involvement of the planning director is critical to the success of the planning effort. Many of the existing players in the manpower game will feel threatened by the shift from categorical programs to MRS. The planner must work with them from the beginning. He can not afford to ignore their experience in the manpower field. As the majority of jobs in any community are in the private sector, business and labor have significant contributions to make. Their participation in the planning process should be encouraged by the planning director. The success of the decategorized program will largely depend on the director's ability to pull together and coordinate the efforts of all kinds of players and resources.

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A planner's staff — cont.

umbrella agency

Because counties are relatively new entrants to the manpower game, many will have an opportunity to establish a single planning office. The universe of need will always be larger than the resources available to provide services, and duplication of efforts and competition among service providers only dilutes the impact of the programs. In many cases, counties are in the fortunate position of being able to "start from scratch," and where they have this luxury, care should be taken to avoid harmful competition and duplication.

who to select

The variety of skills needed to direct an operation as complex and as politically sensitive as a comprehensive manpower program can not be found in any personnel manual. What is needed is a combination of charisma, dedication and luck. Although the director does not have to be from the area, he must be able to sense the pulse of the community quickly. He should have a background of dealing with the government and with community based groups, and should combine the skills of policy advisor and salesman.

Although this is not a "political" position, the planning director must be a "politician" in the best sense of the word. He must be someone who can react to many sources of pressure and decide on a course of action which is acceptable to a variety of interests while not compromising the goals of the program.

Since the DOL operational manpower planning grants authorize an average of $15,000 annually for each staff position, many counties may wish to consider supplementing the salary of the staff director with their own funds. They may wish to combine slot allocations to pay higher salaries to fewer people. It will not be easy to find an individual with the expertise needed for the position of planning director who is willing to accept the relatively low salary levels allotted by the planning grants.

the planning staff

The director, in all but the one-man office, will be supported by from one to seven staff members. During the planning period, the staff should concentrate on information gathering and analysis to determine the needs and capabilities of the population, the current and predicted labor market, and the existing network of programs and service deliverers. The testing of various allocation schemes and program alternatives on the collected information base will permit the staff to arrive at their recommendations for the decision makers. Staff should direct their efforts at two major areas:

Labor Market/Population Information: Primarily the work of an economist, this job entails the identification of social and economic trends governing the development and utilization of manpower resources in the area. Alternative strategies must also be developed to promote optimum utilization of these resources. Employment projections and demographic analyses and comparisons will enable the planning staff to support their "gut feelings" about their area with hard data. A variety of existing information sources can be tapped to provide this information. (See "A Planner's Library" – page 18.) In addition, any existing data compilations or analyses by groups such as Regional Planning Commissions should be used to avoid repetition of previous efforts. Counties should recognize that the eye of Washington will continue to focus on the local level after revenue sharing is implemented; they should be willing and able to justify their funding decisions with solid statistical analysis.

Program Information, Monitoring and Evaluation: The planner's most important product will be the design of a delivery system of training and support to meet the manpower needs of the area's population. To do this, the planning staff must acquire considerable knowledge about the existing network of manpower program operators and of resources available from other human service agencies. The planner will recommend not only services, but service deliverers as well, and, in order to do this, he needs to evaluate existing deliverers who might provide services to the county manpower program.

An inventory of resources available from other agencies will facilitate the establishment of linkages among programs for a comprehensive system of service delivery. Wherever possible, the manpower program should use its money to provide those services which can not be obtained from existing agencies. The planner should collect information about categorical programs that will phase into MRS and on related programs which will not be brought under local sponsorship. He then will be more qualified to decide which services the program must provide, which should be acquired from other agencies, and which service deliverers he should recommend for sub-contracting.

By developing a detailed questionnaire for man-

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Developing A Plan

An employability plan describes a course of action developed jointly by the manpower program enrollee and the employability team (made up essentially of the counselors and job developers). The plan states, clearly and concisely, the long and short range employability goals of the enrollee and the steps necessary to implement the plan. These include the mix of skill training, work-experience, education, and supportive services that enable the enrollee to achieve his or her employability goals.

Listed below are the five major steps, intake, orientation, training, placement, and termination that will be necessary for most enrollees to go through in the process of implementing an employability plan. The process of developing an employability plan with an enrollee does not occur with the team having just one contact with him, but is a continuous developmental process. It is imperative that the enrollee be actively involved in the preparation of his employability plan.

Step One:

The following occurs at intake:

a. An assessment is made with the enrollee to determine the consistency between his vocational goals and objectives and his social, emotional, educational, and vocational skills and abilities.

b. If there is such a consistency as in item "a" above, then available jobs are discussed with him.

c. The enrollee indicates a preference for a position which meets his vocational goals and objectives, as well as one which he has the skills and abilities to perform.

d. The job developer describes the enrollee to the employer, rendering to the employer valuable support regarding the enrollee's background, abilities, skills, as a means of insuring a successful placement.

Step Two:

If the enrollee is found not to be job ready and is placed in orientation, the following occurs:

a. He attends classes depending upon his specific needs, to gain knowledge of himself and the world of work.

b. He is exposed to an extensive assessment process that may include:

1. standardized tests (e.g., GATB, NATB, Minnesota Interest Inventory, ABLE, etc.);

2. work-sample techniques;

3. observations by the team members, the teachers, and other employees:

(a) his relationship with staff members;

(b) his relationship with other enrollees;

(c) assessing the obstacles that the enrollee will have to overcome to be gainfully employed;

(d) determining the needs for additional support services from other community agencies;

4. discovering his interests, as they relate to the world of work and to himself;

5. utilization of records and information from other agencies.

c. The counselor and other members of the team have contact with the enrollee during the orientation process, utilizing the assessment data gathered and local labor market information to assist the enrollee to gain insight into himself.

d. Towards the end of the orientation period, one or more case conferences are held. All members of the team attend the conference, utilizing all knowledge gained from and about the enrollee during orientation. The data are used to develop options for the enrollee's consideration. During the process of the case conference, the team members will determine the next appropriate action by them with the client in light of the options developed for his consideration.

e. If community agencies are assisting the enrollee, it is advisable to involve them in the case conference.

f. After the team meets, a conference is held with the enrollee by at least one member of the team. During this conference the options that have been developed in the case conference are offered to the enrollee for his consideration. This allows him to develop insight concerning his skills, his abilities, and the obstacles as they relate to each option. The enrollee with the assistance of at least one member of the team, usually the coun-

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MANPOWER LANGUAGE

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ARDM - Assistant Regional Director for Manpower. Regional Manpower Administration executive officer.

Area of Substantial Unemployment - an area with an unemployment rate in excess of 6.5%.

Balance of State - those areas under a state, rather than a local prime sponsor's jurisdiction.

CAA - Community Action Agency. "CAP." Local War on Poverty office. It often sponsored NYC, CEP, and Mainstream projects in the past.

CAMPS - Cooperative Area Manpower Planning System. Previous vehicle for local input into federal manpower planning.

CEP - Concentrated Employment Program. Local projects which use multiple approaches (counseling, basic education, OJT, etc.) for job preparation and placement.

CETA - Comprehensive Employment and Training Act of 1973. Law which reorganizes national system of job services to economically disadvantaged, unemployed and underemployed. Title I authorizes flexible bloc grants to local governments of 100,000+ population. Title II provides special public service employment funds for areas with more than 6.5% unemployment. Title III authorizes migrant, Indian, youth and other special national manpower programs through the Secretary of Labor.

CMP - Comprehensive Manpower Program. Pilot project in selected sites during FY '74 to test decentralization and decategorization concepts.

Community-based Organizations Organizations which are representative of segments of the community and which provide manpower services (for example, Opportunities Industrialization Centers, Jobs for Progress, Mainstream, and Community Action Agencies).

Comprehensive Manpower Plan - The prime sponsor's annual statement of goals, objectives and procedures for all manpower programs under its authority. It is also the basis for measuring PS performance.

Consortium Incentive - additional grant (bonus) for jurisdictions jointly operating manpower programs covering a substantial part of a labor market area. (There must be at least one eligible prime sponsor participating in the group.)

Decategorize - to remove regulations and restrictions from federal funds.

Decentralize - to return federal program controls to local government.

DOL - Department of Labor. Federal agency in charge of most manpower programs through its Manpower Administration (MA).

ES - Employment Service (part of State Employment Security Agency). This state agency runs parts of many manpower programs, especially referrals and selection of clients.

GAR - Government Authorized Representative. Your local Department of Labor grant officer and representative. Works for the ARDM.

HEW - Department of Health, Education and Welfare. A federal agency responsible for many social and manpower-related programs.

Hold-Harmless - a minimum amount of funding, based on a percentage of previous year's allocation, which all prime sponsors receive. For CETA, 90% of the previous year's money is the hold harmless level.

Institutional Training - Job training, counseling, basic education, etc., given in a classroom situation.

JOBS - Job Opportunities in the Business Sector. OJT and jobs arranged by private business.

Labor Market - an area within which a person can ordinarily change jobs without changing residence.

Manpower - activities (counseling, training, work experience, etc.) designed to place people in jobs or to improve the job opportunities available to them.

(Continued on page 10)

MANPOWER LANGUAGE CONTINUED

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Manpower Allotment - Prime sponsor funding level under Title I.

Manpower Services Council - new state advisory body created by CETA to monitor and coordinate manpower in each state. One-third of membership must be representatives of prime sponsor local governments.

NAB - National Alliance of Businessmen. Works with JOBS.

NYC - Neighborhood Youth Corps. Work experience and training programs for young people.

OJT - On-the-job training.

Older Americans Act - authorizes jobs for senior citizens through national organizations (e.g., Green Thumb projects).

OM - Operation Mainstream. Offers work opportunities for unemployed adults aged 22 or older--but most participants are 55 or older.

Prime Sponsor - the unit or consortia of units of government which receive funds from DOL to implement manpower programs. The PS can operate manpower programs through its own agencies and sub-contract with others to deliver services.

Program Agent - jurisdiction of more than 50,000 population authorized to run Public Service Employment projects under CETA prime sponsors. PA's must contain areas above 6.5% unemployment to qualify under Title II.

Program Operating Plan (POP) - a reporting form which summarizes prime sponsor expenditures, enrollments and client outcomes (successful or unsuccessful terminations).

P.S.A.C. - Prime Sponsor Advisory Council - mandatory local policy advisory group for prime sponsors under CETA. Should include business, labor and client representation.

Rehabilitation Act - authorizes state vocational rehabilitation agencies to assist physically and socially handicapped persons interested in re-employment.

Social Security Act - authorizes WIN.

Supportive Services - Transportation assistance, day-care, health care, etc., in support of work training.

Underemployed - working full or part time, but with inadequate income.

Unemployed - for Title II of CETA - out of work for 30 days.

Unit of General Local Government - for CETA - a political subdivision with general corporate and police powers and authority to levy taxes and spend funds.

Wagner-Peyser Act - authorizes the Employment Service.

WIN - Work Incentive Program. Authorized by the 1967 amendments to the Social Security Act, administered by the DOL. Provides job placement and training for members of AFDC families. Referrals and support services are provided by welfare agencies.

YCC - Youth Conservation Corps - special jobs for youth in national forestlands during the summer. Funded through USDA. ■

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Consortium:

Intergovernmental relations in practice

The charter agreement printed below was formulated prior to the development of the CETA Regulations on consortia. However, there are still benefits to be gained from reviewing this consortium agreement and applying its merits to a multi-jurisdictional area.

Lansing Tri-County Manpower Area Planning Council Charter

Whereas, *the Congress of the United States has enacted many programs designed to meet the complex of manpower problems and human resource development needs of this nation; and*

Whereas, *these programs cannot be fully effective without interagency coordination because these plans cut across departmental and agency lines both in the Federal sector and at the State and local levels; and*

Whereas, *the City of Lansing, Michigan, and the adjacent Counties of Ingham, Eaton and Clinton desire to improve and coordinate the manpower planning of the Lansing Tri-County area, therefore be it*

Resolved, *that the City of Lansing and the Counties of Ingham, Eaton and Clinton hereby jointly establish a Manpower Area Planning Council to be governed by the following Articles.*

Article I

This organization shall be named the Lansing Tri-County Manpower Area Planning Council. Its jurisdiction shall be the Tri-County Regional area which shall include the City of Lansing, Eaton County, Clinton County, and Ingham County, Michigan.

Article II

The powers of the Lansing Tri-County Manpower Area Planning Council shall be:

1. To study the local area needs in the manpower sector and to establish recommended priorities that are relative to those needs.

2. To assess local resources and programs so that it may determine which local needs are now being met.

3. To assist all local agencies in their planning and to effect all necessary coordination of their activities, plans and programs.

4. To develop an overall area plan which would have for its mission provisions to meet area needs.

5. To develop and coordinate year-around planning for summer youth programs.

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Article III

The organization shall consist of a Policy Committee, a Planning Council and five (5) sub-councils to include a Sub-Council: Information Services; Sub-Council: Educational Development; Sub-Council: Evaluation and Analysis; Sub-Council: Supportive Services; Sub-Council: Youth Development.

Additional sub-councils may be created and abolished by the Policy Committee.

The Planning Council and the sub-councils shall operate under the direction of and be responsible to the Policy Committee.

No manpower plan for the Lansing Tri-County Regional Area shall be adopted, amended or repealed, except by the two-thirds majority vote of all the regular members of the Policy Committee.

The Policy Committee shall in all respects be the governing body of the Lansing Tri-County Manpower Area Planning Council, except as may be expressly otherwise stated in these Articles.

Article IV

The regular members of the Policy Committee shall be the Mayor of Lansing or his designee, the Mayor Pro-Tem of Lansing or his designee, the Chairman of the Ingham County Board of Commissioners or his designee, the Chairman of the Eaton County Board of Commissioners or his designee, the Chairman of the Clinton County Board of Commissioners or his designee, and the Chairman of the Tri-County Regional Planning Commission or his designee; provided, that the Boards of Commissioners of said Counties and said Regional Planning Commission may each by resolution determine upon a different method of selecting their respective member or designee.

There shall be such advisory members of the Policy Committee as it shall appoint to serve at its pleasure. Advisory members shall have all the rights of regular members except the rights to make motions and vote.

Article V

Each member or his proxy has the responsibility to attend, empowered with full authority to participate at all meetings.

Article VI

The Policy Committee shall determine upon the location of the principal office of the organization. The secretariat and staff, including the Manpower Coordinator, shall operate under the direction of and be responsible to the Policy Committee and its Chairman. The decisions of the Policy Committee shall be binding.

Article VII

The Policy Committee shall establish the procedures by which all meetings are called.

Article VIII

The Mayor of the City of Lansing or his designee shall be Chairman of the Policy Committee, preside at all meetings and have such other powers and duties as the Policy Committee may determine by majority vote.

A quorum for the purpose of holding a meeting of the Policy Committee shall be at least one-third of the voting members.

A two-thirds vote of the voting members present shall be required to pass a motion except where expressly otherwise required by these articles.

Rules of Order shall follow the parliamentary procedures of Roberts' Rules of Order.

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Article IX

The members of the Planning Council shall be appointed by the Policy Committee to serve three-year terms, in accordance with the following principles:

1. Generally. Membership should be representative of the broadest spectrum of interest in the area.

2. Client Sector Representatives. These council members should have the confidence of the communities from which they are chosen and include manpower program clientele.

3. Agency Sponsor Representatives. These council members will be chosen from among and be representative of the vendors of manpower and supportive services and should be at a decision making level, competent to make commitments on behalf of their organizations.

4. Business/Labor Sector Representatives. These council members will be representative of business, labor and the general public and social welfare organizations, as appropriate, selected to insure a wide range of expertise in areas related to the manpower field.

A member is in good standing when his or her name has been approved by the Policy Committee. The term of appointment shall be three years.

The Chairman of the Planning Council or his designee shall preside at all meetings, have general and actual management of business required by the Chairman and the Policy Committee; be general supervisor of all plans, programs, projects, and reports required. The Chairman and the Manpower Coordinator shall have the responsibility of preparing the agenda.

The Secretariat and staff of the organization, including the Manpower Coordinator, shall have the following duties in addition to such other duties as the Policy Committee may determine by majority vote.

1. Shall be responsible for maintaining liaison with the Federal offices, State offices, and all agencies involved in the areas of manpower planning and represent the Committee at all necessary meetings.

2. Provide technical assistance, training and management support whenever needed and improve program operations, eliminate duplication and overlap and achieve maximum efficiency in the use of total manpower resources.

3. Provide background data needed by members of the Policy Committee or Planning Council and serve as a major source of continuity in MAPC operations.

Article X

There shall be from time to time sub-committees and task forces appointed as required by the Policy Committee.

Article XI

These Articles may be amended by mutual agreement of the City of Lansing and the Boards of Commissioners of Ingham, Eaton and Clinton Counties.

Article XII

These Articles shall be effective upon their adoption by the City of Lansing and the Boards of Commissioners of Ingham, Eaton and Clinton Counties, and upon the written approval of the Michigan and Federal manpower authorities expressly confirming that no manpower plan for the Lansing Tri-County Regional Area will be recognized by them except those adopted according to these Articles. ■

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selor, determines which option would be most appropriate to meet his vocational goals and objectives.

Step Three:

Once the enrollee enters a component either *with* or *in lieu* of orientation, the following occurs:

a. The team members continue to work individually with the client.

b. During the time the enrollee is in a specific component his broad vocational goals and objectives will become more specifically defined. It is possible, as a result of being in a specific component, for the client's prime vocational goals and objectives to be modified or changed.

c. While the enrollee is in the component the team may feel the necessity to hold case conferences to determine his progress,his needs,and to develop additional options for his consideration.

d. If community agencies are offering additional support services to the enrollee, it is recommended that they be involved in the case conference.

e. The team may feel that it would be advantageous to include employees from the component in the case conference.

f. After each case conference, the options developed for the enrollee's consideration are discussed with him by at least one member of the team. The enrollee with the assistance of at least one member of the team, usually the counselor, determines which option he will pursue.

Step Four:

Once the enrollee is employed the following occurs:

a. Employment does not mean the enrollee has completely met his prime vocational goals and objectives. Employment may be one step toward attaining them.

b. A determination should be made by the members of the team with the enrollee as to the need for further training, education, and support services that will be needed for him to meet his vocational goals and objectives.

c. It may be necessary after the enrollee is employed for the team to continue to meet in his behalf.

d. After each case conference the options developed for the enrollee's consideration are discussed with him by at least one member of the team. With the aid and assistance of at least one member of the team, usually the counselor, the enrollee decides which option he should pursue.

Step Five:

Termination

a. The employability plan will be terminated when the enrollee's skills and abilities become consistent with his final vocational goals and objectives.

As each step progresses, the recording of the enrollee's progress and reasons for any changes in the plan should be made. In recording information the following should be considered:

1. It is most important that contact by the team members with the enrollee be recorded and an indication made by the person doing the recording.

2. In entering information into the enrollee's folder it is very important to include enough detail whereby the other members of the team will be able to determine what has happened to the enrollee.

3. All case conferences should be recorded, giving a brief summary of what took place, those present, the options developed, and the future involvement of the individual team members with the enrollee as a result of the case conference.

□

MANPOWER DELIVERY

There is general agreement among people in the field on the elements which form the basis of a manpower delivery system. To assist individuals so that they can obtain, keep, and advance in jobs which pay salaries equal to their needs and abilities is one. The other is to make available a skilled work force that fulfills the needs of the local economy.

With employment as the primary goal, a manpower system emphasizes placing individuals in suitable jobs according to their needs without discrimination because of race, color, religion, national origin, age, or sex. In creating employment for these individuals 1) jobs must be developed and employers persuaded to hire people receiving assistance from the manpower system; 2) job entry requirements need to be modified in order to open more employment opportunities, particularly for the disadvantaged; 3) employees should be upgraded through training and promotion in order to build career ladders and to create more entry level jobs; 4) new jobs must be established through economic development and public service employment; 5) incentives need to be provided to employers to hire, train and upgrade more disadvantaged persons. This is shown pictorially in Figure 1.

Many of those desiring employment need skill training to qualify for work. There are several entrees to a job through skill training which include:

1) Training new employees at the place of work through on-the-job training (OJT);

2) Providing skill training prior to job placement that is linked to employment opportunities;

3) Providing work experience either as direct preparation for a job or combined with skill training; and

4) Providing basic education, a

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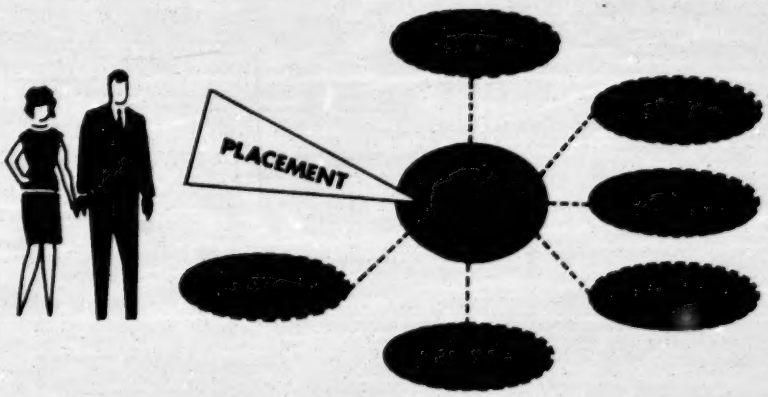

Figure 1

G.E.D. course, or English as a second language (E.S.L.) to complement a skill training/work experience mix.

The type of training offered should be determined on an individual basis and occur at a point of time when it is needed by the trainee. The diagram in Figure 2 illustrates this mix.

Many individuals are successful in finding jobs or at least seek the training necessary to prepare them for employment. Some, however, need assistance in job placement. Others, excluded from employment by lack of skills or general discouragement, need to be sought after and recruited. It is the latter group that is dependent on the services that a manpower system provides.

Once individuals are recruited, the process of interviewing, testing, assessing individual potential, counseling, orientation, referral to training or jobs evolves. The process is pictured in Figure 3.

The follow-up function forms the last step in a manpower system. This may mean visiting those placed in jobs at intervals of one, four, seven, and ten months during the first year and thereafter tracing their progress to determine if additional services are needed. Figure 4 illustrates this function.

Supporting the chain through which a manpower system operates is a variety of services which include:

1) the provision of "coaches" who counsel informally, arrange transportation needs to and from training and jobs, and follow-up with necessary services;

2) Supplying basic services such as legal aid, day care, financial planning and assistance, consumer education, family counseling, health aid, etc.;

3) assisting individuals to find improved transportation or suitably priced housing and to help families relocate near areas of employment;

4) develping efficient fiscal and personnel management, which includes coordination of programs, staff training and a current information system; and

5) calling on agencies and interested groups to form manpower policy.

The total process for a manpower delivery system is shown in Figure 5. □

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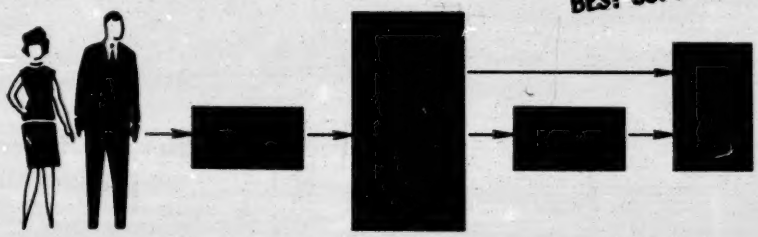


Figure 2

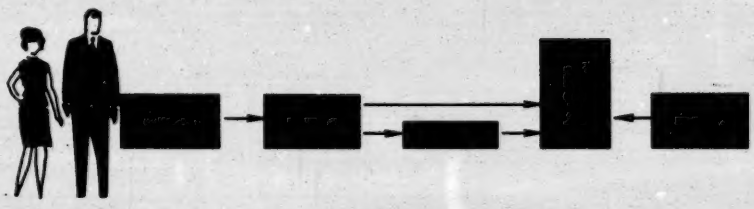


Figure 3

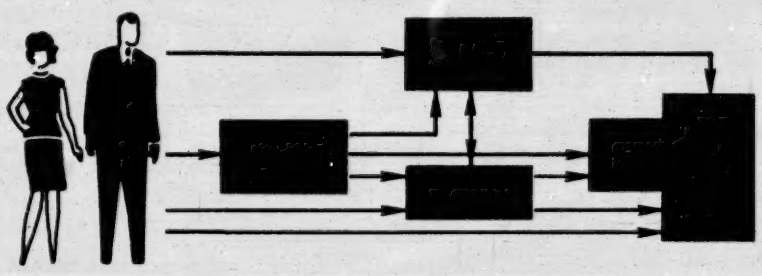
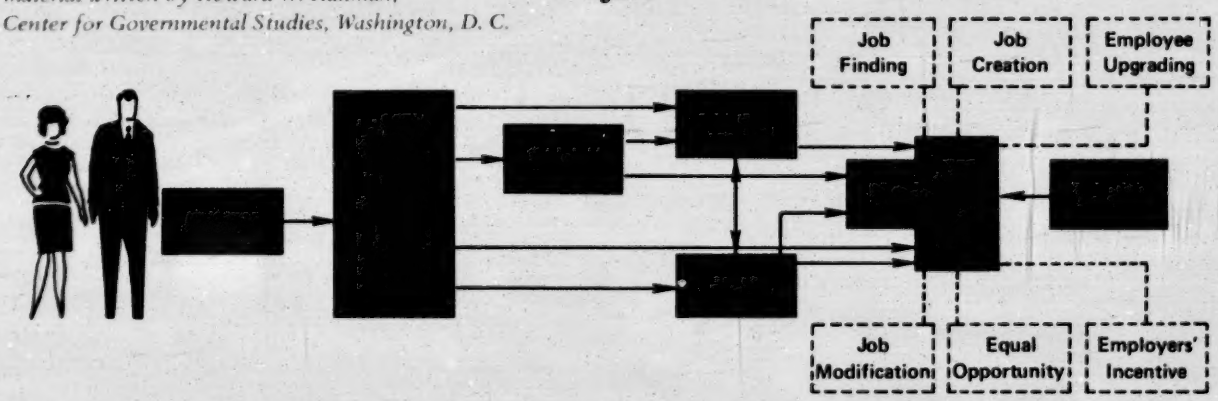


Figure 4

this article was taken from material written by Howard W. Hallman, Center for Governmental Studies, Washington, D. C.

Figure 5



SUPPORTIVE SERVICES:		ADMINISTRATION	POLICY
Coaching	Legal Aid	Fiscal	Planning
Day Care	Consumer Protection	Information System	Operation
Health	Financial Assistance	Staff Training	Evaluation
Transportation	Housing Relocation	Personnel	Funding

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Formula for Evaluation

By Eiwood Taub and Don Menzi

Every year the elected official faces hard decisions. He or she must apply limited funds to unlimited problems. Determining appropriate funding levels for manpower programs is one of these decisions.

New York City's Manpower Area Planning Council (MAPC) has developed an evaluating model for use in the manpower planning process. The City, in preparing its Comprehensive Manpower Plan for Fiscal Year 1973, found that data for evaluating the performance of programs conducted in the previous year were clearly lacking. A performance rating system was therefore devised to test all manpower programs used in the City.

As a note of caution, any MAPC staff considering the adoption of a similar system should be careful to include members of their policy-making or advisory bodies in every step of development.. The New York MAPC's Subcommittee on Program Assessment was involved from the beginning in defining assessment criteria. The Executive Committee made pertinent suggestions and revisions, and the full MAPC made further suggestions before adoption of the scheme. It was this participation in the developmental process that insured the acceptance of the operational validity of the Performance Rating System.

the system

By applying New York City's MAPC Performance Rating System, the operating data of both institutional and on-job training can be summarized to reveal the relative effectiveness of individual programs. Program results can be measured against a number of different assessment criteria as listed on this page. These criteria are weighted on the basis of their

(Continued on facing page)

PERFORMANCE CRITERIA

1. **Employment Rate** (relative weight – 4): The percentage of total enrollees who obtain unsubsidized employment after completing all publicly funded phases of training. (Total enrollment figures are adjusted to take account of any "carry-overs" of trainees at the beginning and end of the assessment period.)

2. **Follow-Up Rate** (relative weight – 3): The percentage of program completers effectively evaluated to ascertain their employment status approximately three months after completion.

3. **Retention Rate** (relative weight – 4): The percentage of placements who are continued as still employed (either by the original employer or another firm) 90 days after placement.

4. **Average Post-Training Wages Compared to OEO Poverty Index for a Family of Four** (relative weight – 1): The percentage by which the median post-training wage exceeds the OEO Poverty Index for a family of four (currently $4,320/year). If the median post-training wage is less than this amount, points would be subtracted rather than added.

5. **Target Group Index** (relative weight – 2): A composite index giving the average percentage enrollment of those MAPC target categories for which data (or reliable estimates) are available.

6. **Actual versus Planned Performance** (relative weight – 2): The program's actual placements as a percentage of originally planned placements. Where placement objectives were not originally specified, actual versus planned enrollments (cumulative or average) may be used. Where distribution of paychecks is a primary objective (e.g., Summer and In-School Neighborhood Youth Corps) actual versus planned earnings costs may be used.

***Note:** The weighting scheme finally adopted, represents a compromise between the original factor weights and the ranking imposed by the lack of some factors. Specifically, those weights attached to follow-up and retention were reduced to avoid penalizing programs because of a lack of data rather than poor performance. Once adequate follow-up and retention information retrieval systems are in place, the factors will be given more weight. Other changes may be made as experience is accumulated.*

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The following abbreviations are used throughout:
DOL – U.S. Department of Labor
OJT – On-Job-Training
JOP – Jobs Optional Program
WIN – Work Incentive Program
NYC – Neighborhood Youth Corps (OOS – Out-of-School)
PSCP – Public Service Careers Program
JOBS – Job Opportunities in the Business Sector
MDTA – Manpower Development Training Act (Institutional)
MCDA – Manpower & Career Development Agency (Dept. of Employment)
NYSES – New York State Employment Service

relative contribution to the MAPC's overall definition of manpower program performance. For example, the relative weight applied to the employment rate is 4. A program's performance on each criterion except unit cost is then multiplied by the weight attached to that criterion. Effectiveness can range from zero to a theoretical maximum of 100 percent. Using our employment rate example again, that figure 4 would be multiplied by a figure from zero to 100 that represents the effectiveness of the program.

The total points obtained by each program are then compared to the maximum possible points (1000) theoretically attainable by a program with a 100 percent rating on every performance indicator. The 1000 possible points are obtained by multiplying the relative weights of the performance criteria times 100:

4 X 100 =	400
½ X 100 =	50
½ X 100 =	50
1 X 100 =	100
2 X 100 =	200
2 X 100 =	200
Total	1000

The result is a preliminary Effectiveness Rating, expressed as the program's percentage of the maximum attainable performance points.

A program's effectiveness is defined as the percentage of the maximum attainable percentage points on the above criteria that are actually received by the program. A program receiving a total of 750 points would receive an Effectiveness Rating of 750/1000 or 75 percent.

cost factor

Each program's Effectiveness Rating is then multiplied by a Cost Factor. The Cost Factor reduces the Effectiveness Rating by a fraction determined by the program's average cost per placement. The result is an overall Performance Rating that takes into account both the results and the costs of manpower training programs.

The Cost Factor (F) has been defined in such a way as to reduce any program's Effectiveness Rating by 1/20 for each $1000 in its cost per placement. The actual formula for calculating the Cost Factor is:

$$F = 1 - \frac{\text{Average Unit Cost}}{\$20{,}000}$$

*MAPC's eleven target categories are: prison inmates and ex-offenders; ex-narcotics addicts; welfare recipients; youth (under 22); older men and women (over 45); veterans; high school dropouts; the working poor and underemployed; heads of households; non-English speaking persons; and the physically handicapped or mentally retarded.

A technical adjustment to the Target Group Index is made to allow for the fact that it is impossible to enroll 100 percent of both youth (under 22) and older workers (45+). This makes it theoretically possible to obtain 100 percent on this index, provided that all enrollees had multiple disadvantages allowing them to be classed in every MAPC target category.

A program costing $10,000 per placement would have its Effectiveness Rating reduced by half.

$$1 - \frac{10{,}000}{20{,}000} = 0.5$$

A similar program operating at a unit cost of only $1,000 per placement would receive 19/20 or .95 of its Effectiveness Rating on the Performance Rating scale.

performance rating

Once the Cost Factor has been applied, a program's performance relative to other programs with similar overall objectives can be ascertained. As in the case of effectiveness, the theoretical maximum performance rating is 100 percent. This high a rating could only be obtained by a program that enrolled only persons with multiple disadvantages (handicapped veterans who were also high school drop-outs, on welfare, either under 22 or over 45, etc.), placed them all in unsubsidized jobs paying at least $8,400 annually, conducted follow-up on them all and made sure that they had 100 percent retention on the job for at least 90 days, met 100 percent of its planning target, and accomplished all this at zero cost to the taxpayer. In practice, ratings of 50-60 percent represent the maximum observed Performance Rating among major Department of Labor administered programs in New York City.

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The following list of planning sources is included here as a reference. This information was compiled by the manpower planning staff of the North Central Texas Council of Governments. An asterisk indicates those documents considered to be essential to the planner's job.

USE	TITLE	SOURCE
Basic references on national manpower policy and recent developments in manpower or specific programs	*Manpower Report of the President (yearly)	U. S. Department of Labor Manpower Administration Office of Information
	Manpower Data Source Handbook (1 issue)	same
	Manpower Technical Exchange (semi-monthly)	same
	PEP Talk: A Technical Bulletin on the Public Employment Program (monthly)	same
	Grant and Contract Status Report (monthly)	Dept. of Health, Education, & Welfare
	Congressional Report (weekly)	Nat'l. League of Cities/U. S. Conference of Mayors
	Economic Opportunity Report (weekly)	Office of Economic Opportunity
	*Manpower Information Service (bi-weekly)	Bureau of National Affairs, Inc.
	Manpower Information Service -- Project Listings (monthly)	Bureau of National Affairs, Inc.
	Manpower Information Service Reference File (monthly)	same
	Community Manpower Services for the Disadvantaged, by Frank C. Pierson (1 issue)	Upjohn

USE	TITLE
Basic references on national manpower policy and recent developments in manpower or specific programs (continued)	Manpower and Vocational Education Weekly (weekly)
	Vets Reveille (bi-monthly)
	Behavioral Sciences Newsletter (bi-weekly)
	JACS Volunteer (vignettes on Job Corps activities) (bi-monthly)
	New Human Services Newsletter (quarterly)
	County News (weekly)
	*County Manpower Report (bi-monthly)
	*Manpower Special Analysis of the Budget (FY '74) (yearly)
Demographic information for analysis of population needs and characteristics	Employment Profiles of Selected Low-Income Areas
	1970 Census of Population and Housing -- Census Tracts (one issue -- order as needed)
	Current Population Reports (monthly)
	Census Demographic Information on Counties in (State)
	*Annual Manpower Planning Report (AMPR) (yearly)

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USE	TITLE	SOURCE
Demographic information for analysis of population needs and characteristics (continued)	*1970 Census Summary Manpower Indicators (one issue -- order as needed)	Census Service Facility 109 Moses Hall, Berkeley, Calif. 94720 (415) 642-5687
	*Handbook for Manpower Planners, Part I (one issue -- order as needed)	U. S. Dept. of Labor Manpower Administration
	General Social and Economic Characteristics PC (1) - C (for specific area)	U. S. Dept. of Commerce Bureau of the Census
	Detailed characteristics PC(1) - D (for specific area)	same
	Concepts and Methods Used in Manpower Statistics from the Current Population . Survey. Report No. 313, Series P-23, #22 (one issue)	U. S. Department of Labor Bureau of Labor Statistics
Analysis of economic trends and industrial projections	*Occupational Outlook Handbook (every other year)	U. S. Department of Labor Bureau of Labor Statistics
	Economic Review (monthly)	Federal Reserve Bank of Cleveland
	Federal Reserve Bank of Philadelphia -- Business Review (monthly)	Federal Reserve Bank of Philadelphia
	Federal Reserve Bank of Atlanta -- The Monthly Review (monthly)	Federal Reserve Bank of Atlanta
	Business and Financial Letter (weekly)	Federal Reserve Bank of San Francisco
	Major Programs 1972 -- Bureau of Labor Statistics (yearly)	U. S. Dept. of Labor Bureau of Statistics
	Monthly Labor Review (monthly)	U. S. Dept. of Labor Bureau of Statistics
	Federal Reserve Bank of Chicago -- Business Conditions (monthly)	Federal Reserve Bank of Chicago
	Federal Reserve Bank of Dallas -- Business Review (monthly)	Federal Reserve Bank of Dallas
	Quarterly Economic Trends (quarterly)	Federal Reserve Bank of St. Louis

(Continued on page 35)

SOURCE
Education News Services
Naticnal League of Cities/U. S. Conference of Mayors
Roy W. Walters and Associates
Joint Action in Community Service, Inc. - 500 Madison Nat'l. Bank Bldg., 1730 M St., N. W. Washington, D. C. 20036
New Careers Development Center, 184 Fifth Avenue New York, N. Y. 10010
NACo
NACo
Office of Management & Budget
U. S. Dept. of Commerce Bureau of the Census
same
same
same
State Employment Security Agency

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Formula for evaluation - cont.

These steps are summarized mathematically by the following formula:

$$\text{Performance Rating Equals } \frac{P\ \text{Total}}{P\ \text{Max.}} \times \left(1 - \frac{\text{Cost}}{\$20{,}000}\right) \times 100$$

application to DOL programs

When each MAPC assessment criterion is applied separately to the major DOL categorical programs, the following patterns emerge:

1. **Employment Rate:** OJT-type programs (PSCP / New Careers, JOP and JOBS) had higher employment rates than institutional programs. The PSCP/New Careers program did best of all: 75 percent of its enrollees were able to obtain permanent unsubsidized employment through the program.

2. **Follow-Up:** WIN was the only program to include a mandatory 90-day follow-up of placements as part of the very structure of the program. JOP, JOBS and NYC Out-of-School did no systematic follow-up after completion of training. (JOBS and JOP employer invoices require information about terminated completers during the terms of the respective contracts only.) CEP, PSCP and MDTA were able to contact from 60 to 90 percent of their placements.

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APPLYING CRITERIA TO DOL PROGRAMS

DOL Program Performance Ratings

categories	A	B	C	D	E	F	G
Employment Rate	60%*	75%	30%	23%	23%*	50%	21%
Followup Rate	0	80	59	86	0	0	100
Retention on Job	INA	INA	INA	94	INA	INA	60
Wage Index (vs. OEO Index)	20*	55	25	38	18*	30	20
Target Group Index	34*	37	33	39	40*	34	47
Actual vs. Planned Enrollees	100*	80	100	72	90*	82	100
Average Cost/Placement	$1,000	$10,500	$7,500	$9,900	$9,300*	$3,860	$12,500 ($7500)

Total Points (program ratings times relative weights)

categories	Relative weights	A	B	C	D	E	F	G	Maximum points
Employment Rate	4	240	300	120	112	128	200	84(144)	400
Followup Rate	½	0	40	30	45	0	0	50	50
Retention on Job	½	(NOT APPLIED TO FY 1972 PROGRAMS)							
Wage Index	1	20	55	25	38	18	30	20	100
Target Group Index	2	68	74	66	78	80	68	94	200
Actual vs. Planned	2	200	160	200	144	180	164	200	200
Subtotal		528	629	441	417	406	462	448(508)	950
Effectiveness (% of maximum)		55%	66%	47%	43%	43%	49%	47%(53%)	100%
Cost Factor		.95	.47	.62	.51	.54	.81	.38(.63)	
Performance Rating		52%	31%	29%	22%	23%	40%	18%(33%)	

See text for explanation of figures in parenthesis.
*Estimates based on partial data.

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3. **Wages**: PSCP programs obtained the highest average wage for their enrollees, averaging $6,500 or 55 percent over the OEO Poverty Index for a four-person family. WIN and JOP were at the lower end of the wage distribution at approximately 20 percent over the OEO Poverty Index.

4. **Target Groups**: WIN scored highest on the target group index, with 47 percent of the maximum possible points. The remaining programs all fell within a narrow range (30-40 percent).

5. **Actual versus Planned Activity**: CEP received the lowest rating (72 percent) when actual activity levels (e.g., enrollments) were compared to those originally planned. JOBS and PSCP came next, operating at about 80 percent of capacity. NYC-OOS achieved a 90 percent enrollment level (according to official DOL figures) and the rest (WIN, JOP, MDTA) operated at virtually 100 percent capacity.

When the MAPC Performance Rating System is applied to DOL's categorical programs, OJT-type programs (JOP and JOBS) stand as the most effective, with JOP in first place (52 percent) because of its combination of relatively good employment rates (60 percent) and comparatively low unit cost.

Among the four institutional-type programs, MDTA scored highest (32 percent) and WIN lowest (18 percent) with CEP (22 percent) and Neighborhood Youth Corps OOS (20 percent) falling in between. When WIN's performance is based on the number who began job entry rather than the number completing three months of employment (which is WIN's own definition of a "completer"), the program's performance rating is increased to 33 percent.

Program	Effectiveness Rating	Average Cost/ Placement	Cost Factor	Performance Rating
JOP	55%	$ 1,000	.95	52%
JOBS	49%	3,800	.81	40%
PSCP	66%	10,500	.47	31%
MDTA	47%	7,500	.62	29%
NYC-OOS	43%	9,300	.54	23%
CEP	43%	9,900	.51	22%
WIN	47%(53%)	12,500 ($7,500)	.38(.63)	18%(33%)

other factors

In addition to the criteria included in the MAPC assessment system, certain factors should be considered:

1. Many jobs obtained through JOP are in the lower-wage blue collar sector, and do not represent genuinely new opportunities for disadvantaged job workers. Services such as remedial education or counseling are also not included. These components are included in JOBS.

2. Most PSCP/New Careers programs permit participants to obtain an Associate Arts (AA) degree and/or college credits.

3. MDTA is the only program with projects specifically designed for prison inmates (Rikers Island). Data on the MDTA Institutional program are taken from projects completed during FY 1972. Recent changes in referral procedures are expected to result in higher placement rates for current MDTA projects.

4. CEP includes more "English as a Second Language" training than other programs.

5. The Performance Rating of NYC-OOS treats it as an institutional training program, but includes placements in school (full time) as well as job placements.

6. JOBS projects showed wide variations in completion rates. "White Collar" projects had higher-than-average rates (averaging 60-65 percent). The overall average was brought down by inclusion of a number of low-wage blue collar projects with completion rates of less than 30 percent.

7. NYC Summer and In-School and the Public Employment Program were not rated, since few of MAPC's assessment criteria were applicable to them.

8. The relatively low rates of employment of WIN and CEP enrollees persist despite the fact that many participants remain in the programs for periods of 9 to 12 months or more. Some PSCP projects likewise involve participation for more than one year, but PSCP still maintains high completion rates.

9. Variations in unit cost per placement are attributable to a variety of factors. Enrollees in all programs listed receive either stipends or wages (some of which are paid for through a reimbursement to employers). The amounts received by enrollees vary. High wage (or stipend) programs (e.g., NYSES' New Careers project) may still cost less than those where enrollees receive lower wages (e.g., MCDA's New Careers) due to other factors.

Programs with high dropout rates (e.g., CEP and WIN) show high cost per placement ($10,000-$12,000) even though those actually placed receive considerably less than this in terms of training and supportive services. Much of the total cost goes to train persons who never complete training or who complete but are not placed, thus raising the average unit cost per placement.

Those programs in which participants may remain enrolled for up to two years (e.g., PSCP pro-

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Formula for evaluation - cont.

grams sponsored by NYSES, MCDA and the College for Human Services) will have higher costs per completer or placement than shorter programs (e.g., JOP, JOBS). Average unit costs refer to the total cost of producing an "end product" – a placement in the case of institutional training: a completer employed in an unsubsidized job for OJT-type programs – without regard to the length of time it takes to accomplish this. For programs offering both prevocational and skill training components to enrollees, the cost of both components is included in unit cost figures, even though these components are funded separately (e.g., MDTA).

implications

After examining the recent performance of current manpower programs, certain conclusions can be drawn. There is a "tradeoff" between assuring placement and enrolling target groups. A strong emphasis on assuring the employment of program participants – whether through a shift to OJT or subsidy of public employment – must be accompanied by strengthened guidelines on participant characteristics if it is not to result in the dissipation of dwindling manpower resources on those least in need of special programs.

Conversely, a policy emphasis on enrollment of those most difficult to place must be accompanied by an increased stress on the job development and placement components of manpower program operations. Otherwise, funds will be spent on training which leaves the recipient little better off than if he had spent his time looking for a job on his own.

Under present conditions, there is a limit to most programs' capacity to use funds efficiently. Care must be taken not to "overfund" programs beyond their potential to support high quality training projects. There will always be a demand for federal subsidies, especially among employers whose jobs require little formal education or training. "Tight" money should lead to increased emphasis on funding only high quality training projects.

a planning tool

The Performance Rating System is only one of the tools available for manpower program planning. Its usefulness lies in its ability to summarize excessive information in a framework that is highly useful to both planners and decision-makers. It does not attempt to include all the facts needed to make well-informed funding decisions. In addition, considerations must be made to the type of jobs for which training is provided, the duration and quality of the training itself, the efficiency of the agencies' administration, their ability to utilize additional resources, the extra costs of starting up a new program (or extensively modifying an old one), the underlying reasons for below-average performance and the effect of improvements made since the performance data were collected.

Performance rating has proved useful as a diagnostic tool. As symptoms of poor performance appear, the weaknesses of individual program components or training projects in otherwise sound programs can be identified. In addition, the detailed and comprehensive program assessment reports, prepared by the MAPC staff member assigned to each DOL program, cover all the available information about the program's activities during the preceding fiscal year as well as recent changes. The individual program assessment reports, when reviewed by the MAPC proposal review panels, should encourage participation by the administrators of the programs under assessment. This allows the administrators to answer any questions raised or correct errors of fact or interpretation.

The full assessment process thus includes several components – performance rating, full-scale reports, and the face-to-face meeting of review panels with program operators. The Performance Rating System is a key element in this process, but it is not the only assessment tool at MAPCs' disposal.

next steps

The system itself can be further refined. Additional factors such as administrative costs (as a percentage of total expenditures) can be incorporated into the overall framework. The MAPC may wish to reorder its priorities for measuring performance, placing more stress on some factors and decreasing the emphasis on others over the coming year. Such refinements can be part of the ongoing process of applying performance

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A Planner's Primer -cont.

2. Once the target population group has been identified, the planner must anticipate what jobs can be made available to them. This process is more or less sophisticated guesswork, based on:

   a. Inadequate projections of employment increases by industry and occupation.

   b. Pledges and information gathered from interested local employers.

3. Planners, in their proposals to the elected official, must recommend a package of services designed to move the selected target population into anticipated jobs. While a broad range of services is possible, selection is based on one of two assumptions:

   a. The client's employment problem is a personal one; change the client and you change his or her job prospects. This fundamental assumption underlies all educational and skill training activities, work experience and pre-job coaching.

   b. The client's problem is institutional; remove institutional barriers and the client is employable. This assumption motivates job creation (e.g., public employment) and job re-structuring. It can point to the creation of day care facilities, public health clinics, or transportation improvements.

4. Finally, the planner must make key recommendations on how to organize and deliver the selected services locally. He must assess the strengths and weaknesses of existing local agencies, departments of county government and individuals, and design a manpower agency capable of the following functions:

   a. Continuing planning, based on evaluation of the on-going program activities, that results in constant feedback and adjustment of the services being offered.

   b. Fiscal management. Reception, distribution and audit of federal grant dollars.

   c. Oversight or operation of manpower service activities (this may be performed directly by county employees or sub-contracted to other agencies and organizations).

B. Policy advice and inter-organizational politics are an integral part of the manpower planner's job. In fact, the manpower staff director can expect to spend most of his time in this aspect of the planner's art. The following "outside" individuals and groups must be dealt with if allocation decisions are to result in a functioning local manpower delivery system:

   1. The county elected official must be prepared to make the necessary decisions in any manpower planning effort. His support and influence can be the over-riding factors in a successful local manpower system. The planner should be not only an analyst but also the elected official's principal manpower policy advisor.

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Formula-cont.

criteria to the programs' operating data as they become available.

The criteria included in the system and the methods of collecting the necessary data can be incorporated into the design of future programs. MAPCs' ultimate objective should be the inclusion of ongoing performance assessment as an integral part of manpower program operations.

Standardized operational definitions of critical terms such as placement, follow-up, retention, unit costs, and so forth, should be developed in conjunction with both manpower program operators and the U.S. Department of Labor's Operational Planning and Control System (OPCS) staff. Performance standards defining the expected levels of performance on the MAPC assessment criteria should also be developed, taking account of national and regional standards (where they exist) and the actual performance of manpower programs. □

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2. Current manpower program operators are all threatened, to a certain extent, by the planner whose funding recommendations will directly affect certain manpower resources in the area and will impact, at least indirectly, on all local manpower activities. They may have philosophical fears about the transfer of manpower activities to county government. The planner needs to work with them despite their doubts because:

   a. They offer manpower expertise both for county staffing and potential subcontracts.

   b. They have a local power base and constituency.

   c. The transition from separate manpower program contracts to county prime sponsorship should be orderly.

   d. Most agencies have some financial support other than those funds that will come under the county's manpower revenue sharing (MRS) allocation. Therefore, they will continue to operate programs that should be coordinated with county-run MRS activities.

3. Other parts of county government may operate programs that – for whatever reason – are not under the aegis of the central manpower office. Again, organizational jealousies must be overcome if coordinated services are to be delivered. Other county units – planning commissions, payroll, personnel, industrial or labor relations boards – can provide support, information or contacts helpful to the planning effort.

4. Other local governments within and surrounding the planner's jurisdiction must be consulted. In many cases, they will formally join forces with the county to administer a single manpower program for the entire labor market area. Planners may need to insure that the needs of residents of unincorporated areas are not overlooked as towns, municipalities and villages clamour for the available services.

5. Local business and organized labor leaders often control the availability of jobs. They can make invaluable contributions in terms of on-going private sector programs, job restructuring, expertise in training and up-grading, and information.

6. The state plays a crucial role in all local manpower systems through its control of certain manpower resources. Crucial contact points will be:

   a. The governor himself – a personal appeal may be the only solution to some problems.

   b. The state manpower planning staff can assist a local planner in obtaining information and support from state operating agencies. In requesting assistance, it is sometimes useful to join with other local planners to avoid a flood of similar requests. Some states have monthly or bi-monthly planners' technical meetings, sponsored by the state staff, to exchange problem-solving techniques or receive in-depth reports from state agencies.

   c. The State Manpower Planning Council members can influence state decisions that affect the local manpower system.

   d. The State Employment Security Agency, a major deliverer of manpower services through its local offices, is a potential subcontractor for local services under manpower revenue sharing and the primary source of essential planning data through its Research and Analysis section.

   e. The State MDTA operations committee controls the curriculum and must choose the deliverer of skills/classroom training under existing legislation. The committee is composed of the heads of ES and the HEW state education agreement agency (usually vocational education).

   f. State vocational education, vocational rehabilitation, adult basic education and other agencies will be outside of MRS but represent the bulk of manpower funds in most areas.

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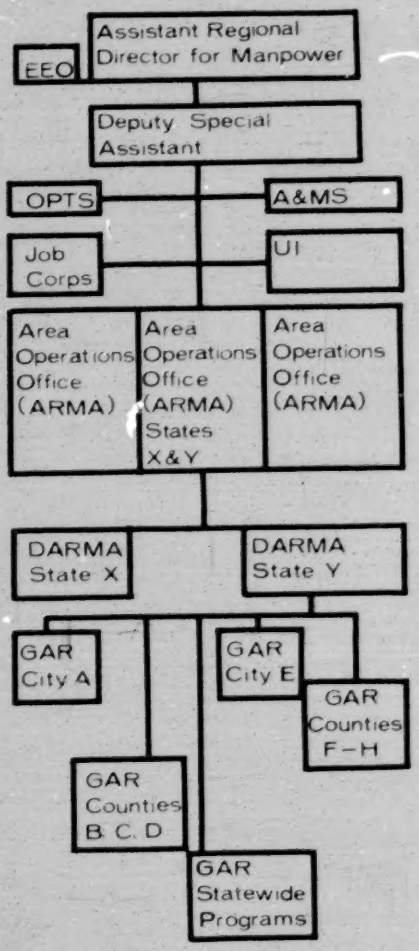
7. The Manpower Administration (MA) regional office is the funding agent for operational manpower planning grants and, eventually, manpower revenue sharing. The regional office, headed by the Assistant Regional Director for Manpower (ARDM) formerly known as the "RMA", may be slow to accept the loss of funding authority that the impending MRS portends. In addition, the national office's notorious inability to keep regional line staff informed of quickly changing policies may make some regional staff defensive in dealing with local planners.

   On the other hand, regional MA staff will look to local planners as the contact point for local programming decisions. The MA staff can be valuable manpower teachers in monitoring, information systems and program content. If a good relationship with the "government authorized representative" is developed, he or she can be an effective advocate for local priorities within the federal agency.

   MA organization varies somewhat from region to region, but fundamentally it includes the following:



   a. Regional policy leadership – ARDM, Deputy and Special Assistant. There may also be an OPCS/CAMPS coordinator or equal employment opportunity staff attached to that office.

   b. Support functions with specialized Offices of Administration and Management Services (A & MS – data systems, contract specialists), Program and Technical Services (OPTS – specialists in particular programs or functional areas), Unemployment Insurance, Job Corps.

   c. Line staff with geographic areas of responsibilities, organized by area operations offices with responsibility for one, two or three states. These offices are headed by Associate Regional Manpower Administrators, commonly called ARMAs. Deputy ARMAs (DARMAs) have single state responsibilities and are supported by government authorized representatives or GARs. GARs are usually manpower generalists assigned to contract and monitor all projects in a specified locality. They may have specific program specialties, however. Frequently a GAR has responsibility for state-wide programs.

8. HEW distributes most non-DOL manpower funds for such activities as ABE, vocational education and vocational rehabilitation.

9. In his role as policy adviser to the local elected official, the planner sometimes works with MA and HEW national offices on proposed regulations and seeks exceptions to, or clarification of, regional decisions.

10. Through imaginative grantsmanship, funds from other federal agencies may be obtained to add certain elements to the local manpower system.

C. Manpower planning, then, goes beyond conceptual analysis. A planner's day includes real world policy-making and interorganizational politics. Although much of his time will be spent in cajolery and compromise, he must retain a strong, overall commitment to designing a system which delivers manpower services to his community. ■

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A Planner's Primer
the Second Part

Jerry Pikulinski and his staff at the North Central Texas Council of Governments have been especially generous in supplying ideas and suggestions used throughout this article

The first part of "A Planner's Primer" appeared in the October, 1973 issue of County Manpower Report. Attempting to define manpower planning, it divided the planner's job into two kinds of activities. The first, problem analysis, includes the resolution of four basic issues related to the allocation of manpower resources. Secondly, but equally important, a series of political and interorganizational relationships must be managed if a comprehensive manpower program is to get underway. The following is an attempt to organize these two kinds of activities into a logical sequence of planning steps.

II. Steps of the Manpower Planning Process

During its first three years, manpower planning has been created anew each time another jurisdiction hires a manpower planning director. As planners meet during these developmental years, a number of common approaches emerge, yet, no two planners proceed in exactly the same way.

Three earlier attempts to describe the steps in the system are available. Attachment III of Interagency Cooperative Issuance No. 73-1 includes a brief description of goal setting that can still be used to spark ideas on that difficult subject. The emphasis in ICI No. 74-1 is on the techniques of analyzing population and labor market information. In addition, the Environmental Protection Agency's handbook on manpower planning for wastewater treatment plant operators includes a useful chapter on "macro" planning.

The description of manpower planning that follows builds on those efforts, but differs in its approach. It focuses on the seesaw of activity between policy direction and planning outputs which are balanced on a fulcrum of continuous, objective data gathering and analysis. It is this fulcrum of activity which is the task of the manpower planning staff. Although the steps are listed in sequence, the staff work should begin on Day 1 of the planning process and continue throughout the life of the local manpower effort.

A. Define the scope of the manpower planning effort. At the start of the planning effort, the county's elected leadership must resolve a number of crucial issues that set, at least initially, the parameters of the manpower planning staff's task.

1. Overall manpower policy. The development and adoption of a county manpower policy statement, however general, is far more than an "exercise." Indeed, it is a vital first step because:

a. It clearly establishes the elected county officials' policy leadership role.

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Policy Direction — Planning Output

CONTINUOUS DATA COLLECTION

AND ANALYSIS

A. Define the scope of the manpower planning effort in terms of
- overall policy
- geography
- program areas
- organization
- time

B. Follow-up on geographic, organization decisions. Set up staff and work plan.

- Publication of local manpower policy.
- Creation of local manpower planning and operations mechanism, including decision-making procedures and citizen advisory body.

C. Develop planning base, including
- inventory & assessment of existing programs
- population data
- labor market analysis
- legal restrictions

- Directory of available manpower services.
- Manpower needs profile.
- Job openings and employment trends
- Back-up data for funding proposal.

D. Set tentative planning assumptions, i.e., define "success."

E. Develop allocation options.

F. Select one option.

- Publication of local manpower plan.
- Submission and funding.
- Achieve local manpower goals, e.g.,
  - Match people with jobs.
  - Increase earnings.
  - Supply needed skills to local employers.
  - Offset disadvantages in job competition.
  - Respond to lay-offs/ industrial growth.

G. Set up mechanism to operate program, measure success, & make necessary adjustments.

H. Approve/disapprove subsequent changes in plan.

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b. It identifies the various groups involved or interested in manpower and encourages them to articulate their own policy positions early in the planning process.

c. It can be a testing ground for local community consultation or advisory procedures whereby time is allowed for necessary adjustments prior to the crucial decisions of resource allocation.

2. Geographic scope. In most areas commuting patterns cross a number of jurisdictional lines, forcing those political jurisdictions to inter-relate in terms of jobs and labor supply. It makes sense to plan and operate manpower programs on this labor market area basis. Politically, however, such an approach is seldom so simple. The manpower planning staff must raise two fundamental questions for the elected officials to resolve:

a. Should the county combine its manpower planning and/or operations with other area jurisdictions? No matter what decision is reached on broadening the planning/operational area, counties will certainly have to work with those municipalities within their borders.

b. What structure should be set up to reach decisions on a multi-jurisdictional basis? Each area must tailor the multi-jurisdictional agreement to its own needs; ideas followed by other areas can be found in previous issues of *County Manpower Report*. The mechanism for agreement, in any case, should be in writing, whether in the form of concurrent resolutions, a joint powers agreement or the creation of an independent regional authority. Further decisions involve the formation of a decision-making policy council, voting and allocation procedures, and a mechanism for grass roots input.

3. Program Scope. The manpower planning and operations effort can be as narrow as the manpower revenue sharing resources currently funded under MDTA and EOA, or as broad as the entire human resources field. Between those extremes, the options are limitless. The manpower staff may focus only on activities funded through the Manpower Administration or through the Department of Labor; they may add HEW state grant programs, local social service activities, or even labor and industrial relations. The planning function may cover a broad range of activities while operations remain restricted to resources controlled by county governments. Further, program scope may change each year as the staff lays the groundwork for inclusion of new program areas. Whatever decisions are reached, the staff must have a clear understanding of their mission before the start of each period of activity.

4. Organizational scope. In counties new to manpower activities, the governing body has an opportunity to set up a unified manpower or human resources staff, with one "manpower czar" reporting its activities to the board. Most counties, however, have a number of departments or semi-governmental units already involved in fields related to manpower. They must decide not only where to locate the manpower staff within county government but also how to coordinate the activities of existing organizations with the new staff. At a minimum, formal lines of communications must be set up which spell out the relationships expected among the various staff units. Further, the role of the citizen advisory council, which is likely to be a requirement toward prime sponsorship, must be clearly defined.

5. Scope in time. Any planning effort will have one of two basic temporal orientations:

a. Long-range. Traditionally, planners have looked to the future, making 5-, 10- or even 30-year projections. An attempt at long-range labor market management can be useful in forestalling future manpower problems.

b. Short-term. Manpower planners must give first priority to short term activities that have an immediate impact on the county's manpower problems. Their orientation combines grantsmanship – getting federal money for immediate problem-solving efforts – and imaginative problem solving on the local level.

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B. Follow-up on geographical and organizational decisions; set up staff and work plan. As political decisions defining the scope of the manpower planning effort are made, the manpower planning staff must devote its time to implementing those decisions.

1. Incorporating the parameters set by the county's elected leadership, the manpower director must define staff functions and establish a work plan tailored to the charge received from policy leadership. Clearly, the submission of an MRS funding proposal will not be the only goal. The manpower director must build purely local objectives into his work plan. For example, county leadership may mandate a broadly participatory decision-making process, which requires citizen education.

2. In developing a work plan, it is essential to differentiate between long-range goals and immediate demands. For instance, it is easy to become obsessed with the need for more and more accurate labor market data. But the Department of Labor is likely to set a spring deadline for the submission of a comprehensive manpower plan. Therefore, the freshman planner would be wise to gather, organize and digest as much readily available data as possible in a relatively short time-frame, and proceed to the hard tasks of setting priorities and developing allocation strategies. A sample work plan accompanies this article. It suggests that one useful way to organize the tremendous task confronting a manpower planning staff is in terms of:

a. Goals. The operational results expected from the manpower planning effort.

b. Strategy objectives. Broad functions that must be performed if the overall goals are to be attained.

c. Outputs. Specific tasks necessary to attain each strategy objective.

C. Develop a planning base. This step, crucial to the success of a manpower planning effort, is too often seen as the only function of the manpower planner. It involves the collection and analysis of four kinds of data:

1. Ongoing manpower and related activities. Because any change from the existing system will require a political decision, the planner must develop a complete inventory of ongoing manpower programs with some indication of their goals and accomplishments.

a. How to get it. For a start, the planner should contact the Manpower Administration regional office for a complete listing of programs in the area. MA monitoring reports and Program Data Cards (PDCs) on individual projects should be available for a rough assessment of the projects' success. And the Manpower Administration has authorized the inclusion of state and local planners on some monitoring visits.

The State manpower planning staff may be helpful in obtaining information on stage agency operations and on state-wide programs that impact the area.

Finally, program operators themselves are possibly the most valuable source of information. Through meetings or written surveys, the manpower planning staff should solicit the operators' own assessment of manpower problems in the area and ideas for improvement, as well as an explanation of their own goals and accomplishments.

b. What to get. Although some of the data items below will not be available for individual projects, manpower planners should try to obtain the following:

(1) Name of project and operating agency.

(2) Source of funds.

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(3) Objectives of project.

(4) Funding dates.

(5) Amount of funds.

(6) Types of services delivered.

(7) Average time an individual is enrolled. (Is this a four month training project or a two year work experience program, for example?)

(8) Number of people served during the program year.

(9) Capacity of program at a given time.

(10) Number of people currently enrolled.

(11) Characteristics (ethnic, age, sex, etc.) of people currently on-board and of total served for year.

(12) Number and average cost of successful completions. (What is a successful completion? Have program operator define success, for example, placement in unsubsidized employment, return to school, skills necessary for promotion, etc.)

(13) If the program goal is job placement, what are the target jobs? What kinds of jobs are most successfully filled by program graduates? What is the wage scale? Is follow-up information available?

2. Population characteristics. By analysing the economic and social characteristics of the area's population, the manpower planner can develop a useful tool for the selection of priority target groups and the types of manpower services they require. This data can also be used to support the county's request for funds.

   This part of the planning process has been discussed extensively in other publications. "A Planner's Library" in the October, 1973 issue of *County Manpower Report* includes a listing of data sources for, and guides to, the analysis of population data.

3. Labor market trends. Projections of local job vacancies and employment patterns are essential to a successful manpower program. Again, "A Planner's Library" in the previous *County Manpower Report* lists a number of aids to labor market analysis.

   Manpower planners, however, must supplement data analysis with close contacts made in the business community. By keeping alert to economic development activities and following up on contacts with employers by all parts of county government, special arrangements and job pledges can be worked out to feed manpower program enrollees into specific jobs. Because the energy crisis may cause unanticipated shifts in local employment patterns, planners may have to rely more heavily than ever on this kind of informal information.

4. Legal restrictions. Federal regulations, guidelines and advice will not intimidate those planners who are firmly grounded in the provisions of the law itself. This includes:

   a. Knowing what activities are mandated or permitted by law.

   b. Requesting exceptions to guidelines or regulations where the local situation demands it and the law allows.

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D. Set tentative planning assumptions, i.e., define "success." Midway between the establishment of local manpower policy and the choice of one strategy for resource allocation, the county decision-makers must consider the results expected from the local manpower system. Because of recent policy and data limitations, the Department of Labor's judgment of program success often rests on a single criterion: cost per placement in unsubsidized employment. This criterion, however useful, may not reflect local goals.

Part I of "A Planner's Primer" defined the problem-solving aspects of the planner's job in terms of four fundamental questions. The planner must elicit tentative answers from the advisory body and the elected official.

1. Who is to be served? Should the county try to spread manpower funds equitably among those groups and areas needing services, or concentrate on one or two priority groups? In serving any particular group, is there a point beyond which the cost is prohibitive? What is "success" relative to this factor of resource allocation? For instance, the simple fact that services are available for the first time to a forgotten segment of the community may be the point of a target group decision. Success, in such an instance, might be measured as a percentage of participants or by the geographical location of outreach centers. On the other hand, success may be tied to the increased percentage of the target group actually employed in particular industries or the local government itself.

2. What jobs should be targeted? Depending on local circumstances, the manpower program may focus on getting people whatever jobs are available, or the focus may be on breaking down employment barriers in particular types of work.

3. What services should be offered? Both staff data analyses and a discussion of local manpower philosophy can help answer this question. Shall we try to change people or institutions? Shall we focus on the private or the public sector? Shall we try something new or maintain the old program forms?

4. How shall services be delivered? Should the county run manpower programs or sub-contract with other organizations? If the latter, which organizations?

E. Develop allocation options. Using the parameters set by county leadership in the previous step, the manpower planning staff should try out a number of ways of allocating the area's manpower resources in terms of probable program outcome. It can be useful to develop time and cost assumptions based on previous local manpower program experience or even national averages from the annual Manpower Report of the President. At any rate, the staff must estimate the relative cost of addressing particular services and target groups in order to see how far the available monies will go.

Once cost estimates have been established, the staff should try to weight the priorities set by county leadership. For example, the elected official may have indicated that Vietnam veterans were to receive top priority. With some knowledge of the characteristics of local Vietnam veterans, the staff should work out possible allocation schemes. Perhaps 40% of all enrollees should come from this group. On the other hand, an all-out effort to reach and serve every Vietnam veteran in the community is a possible, if costly, response to this priority. The choice of approaches depends on the relative weight assigned to each of the elected leader's priorities.

This approach to resource allocation is sometimes tedious and certainly time-consuming. It is helpful, however, both to staff and to the elected official to compare possible spreads of manpower dollars based on different interpretations of agreed upon priorities. Both data and cost estimates are open to question. With the figures before them, the elected officials may ask that assumptions be changed or the options reworked.

Nevertheless, this approach provides a range of objective options for the final subjective decision on what "looks right." In addition, the assumptions are explicitly stated; if experience proves them wrong, the plan can be changed accordingly.

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F. Select one option. The final authority to allocate manpower resources lies with the elected official. He or she, based on a unique knowledge of the county's population, may reject or accept any staff option and the advice of the citizen advisory council. The manpower planning staff may study and recommend, but the elected official decides.

G. Set up mechanism to operate program, measure success and make necessary adjustments. Once the elected official has chosen the locality's manpower strategy, the manpower staff must prepare and submit the appropriate documents to the Department of Labor for funding. As a part of the funding proposal, the Department will probably ask that the administrative arrangements for the delivery of services be spelled out.

Upon acceptance of the plan, the manpower staff must set in motion a structure that can:

1. Deliver manpower services, either directly or by contract with the county. A crucial element of this process is the development of specific performance goals for each segment of the total manpower effort. In aggregate, these goals must conform to the overall goals agreed to in the funding proposal.

2. Manage funds, i.e., legally receive federal grant dollars and disburse them either through contracts or direct wages.

3. Continue to plan, based on an input of actual performance data, and make adjustments to the system as dictated by that experience or changing local priorities.

H. Approve/disapprove subsequent changes to the plan. The involvement of elected county leadership must be maintained throughout the life of the manpower system. Any change in the manpower plan – no matter how well justified in terms of program performance – is a change in the published intentions of the elected official. The manpower planning staff must be sensitive to this point when making day-to-day program adjustments. If minor adjustments accumulate, the elected official may be open to charges of bad faith from affected local interest groups.

Finally, the process of monitoring program performance leads back to step one of the planning process and the development of local manpower policy. Throughout the program year, new data, new refinements and new situations demand a constant re-planning in response to an evolving manpower capability and an ever-changing community of manpower need. ■

Each jurisdiction's manpower planning staff must work on the basis of goals and objectives tailored to its own circumstances even though general guidelines can be followed. Jerry Pikulinski, Director of Manpower Planning at the North Central Texas Council of Governments, developed a framework of goals, strategy objectives and a three year staff output schedule that clearly recognizes the limitations on what a new manpower planning group can accomplish in its first year. The output schedule is printed below in hopes that it may suggest a useful technique for coming to grips with the sometimes overwhelming task confronting the manpower planner.

THREE-YEAR OUTPUT SCHEDULE
in support of
Regional Manpower Planning Goals and Objectives

GOALS	YEAR 1	YEAR 2	YEAR 3
1. Relate jobs to people 2. Relate training for jobs to people			
STRATEGY OBJECTIVES			
1. Information			
a. Identification of agencies and services		Development and distribution of manpower program resources directory	Update and modification

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THREE-YEAR OUTPUT SCHEDULE – cont.

b. Review and evaluation of policies, program procedures, methods, techniques of program administration	Development of policies, program procedures, methods, techniques on program administration	Implementation of effective methods, techniques, program procedures used in program administration
2. Analysis		
a. Review and evaluation of agency information systems and planning procedures	Development of a coordinated interagency planning procedure and schedule	Implementation of interagency planning schedule
b. Identification of manpower resources and job needs	Compilation and analysis of jobs filled by industry and occupational categories as a result of manpower programs	Development and implementation of plan to expand numbers and types of jobs to be filled through manpower resources
c. Collection and compilation of existing evaluations of categorical programs and review with Client Services Evaluation Panel	Analysis of results and effectiveness of evaluation techniques	Development of Methods Manual on categorical program evaluation
d. Formulation of plan for consolidated program evaluation through Regional Manpower Planning Council	Development of criteria on a functional basis for evaluation of manpower programs	Implementation of criteria in annual planning process
e. Identification of existing coordination mechanisms	Development of Regional Manpower Planning Council coordination model	Implementation of coordination model
3. Cooperative Decision-Making		
a. Formulation of program objectives, methods, and techniques with assistance of Client Services Evaluation Panel	Development of funding review process utilizing Client Service Evaluation Panel	Implementation of review process utilizing Client Services Evaluation Panel
b. Review and evaluation of public and private sector involvement in formulation of plans	Development of procedures for public and private sector involvement in formulation of plans	
c. Collection and review of all pending manpower program proposals for FY 1973	Development and implementation of guidelines and procedures for submission of FY 1974 manpower program proposals	Evaluation and modification of guidelines and procedures for FY 1975
d. Review and evaluation of numbers and types of client needs to arrive at criteria for optimum program mix	Development of criteria to promote optimum program mix	Inclusion of criteria in planning procedures and program proposal review process
4. Implementation of Analysis		
a. Review and evaluation of current methods of information and problem exchange	Development of procedure for distribution of proposals, reports, and memoranda and implementation	Review, evaluation, and modification of procedure
b. Review and evaluation of policies, organization, programs procedures, methods, and techniques used by agencies in operation of manpower programs	Development of manual for the organization and administration of manpower programs	Installation of requirements contained in the organization and administration manual
PLANS		
1. Collection and compilation of information describing unfilled jobs and requirements of jobs	Development of procedures for continuing dissemination of labor market demand information to manpower and manpower-related agencies	Implementation of procedures
2. Definition of employment related needs of people and establishment of service program structure related to supply of labor	Requirement that all program proposals be submitted, written in program structure	Review and modification of program structure
3. Definition of employer requirements for trained manpower (labor demand) and establishment of service program structure	Requirement that all program proposals be submitted, written in program structure	Review and modification of program structure
4. Identification of criteria for approval of proposals and assignment of programs to agencies	Development of interagency plan of assignment of programs to agencies	Implementation of such interagency program schedule to agencies
5. Approval and establishment of proposed manpower programs	Approval and establishment of proposed manpower programs	Approval and establishment of proposed manpower programs

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A planner's staff cont.

power program operators, the staff can see exactly what kinds and what levels of services are being furnished in the community. Contacts with other state, local and federal agencies should be established and maintained to enable the staff to keep abreast of changing agency service plans as they relate to the manpower program.

A mechanism for monitoring and evaluating manpower program components should be built into the planning system. After program implementation, ongoing evaluation of the service deliverers will be necessary to demonstrate results to the local official and to Washington. The sponsor can also identify any needed changes. Staff should use the assessment techniques developed during the planning period as a foundation for a continuing evaluation system after the program is in operation.

who to select The staff must be willing to perform the often tedious tasks of gathering, compiling, and analysing information about every aspect of the area to be served. They will have to provide support to the planning director and to the elected official as they select the resource allocation scheme with the greatest chance of success in their area.

The limited funding available for planning staff positions must pay not only for salary, but for office space, supplies and travel as well. Since much of the work to be done during the planning period requires research and information gathering, younger people may be able to perform these tasks well, and should be considered as job candidates.

sources of staff

There are a number of sources a county may look to for a planning staff, both for the director and associate staff members.

PEP At this time, the Public Employment Program is in its final period of operation and is scheduled to be phased out by June 30, 1974. DOL is urging its grantees to make use of PEP staff wherever possible. In a majority of counties, PEP was the first experience the county had in operating a manpower program. PEP staff members should have developed valuable experiences in dealing with the rest of county government and with the Department of Labor. While they may lack experience in dealing with private employers and in serving the disadvantaged, the political connections they have built up during the operation of PEP may make them a valuable source of staff for the planning period.

Categorical Program Operators Their experience in the complex manpower field should not be ignored. Although categorical program operators may feel threatened by the shift to MRS, many individuals have the experience necessary to the operation of a manpower program. An individual therefore, who has worked with several categorical programs may be an extremely useful addition to the planning staff.

Community Action Agencies Administrative personnel and manpower coordinators can bring knowledge of manpower programs and of community needs to the staff.

Employment Service staff The Labor Market Analysts at the Employment Service are another source of staff. Although a relatively junior staff position at the Employment Service, these employees have a solid background in gathering and analysing information about the area to be served. In view of the low salary allotments authorized by the DOL planning grants, these people may be a source of staff support to the planning director.

recent graduates Again because of the low salary ceiling, the county should not overlook recent graduates from colleges and universities who have not had manpower experience. A background in economics or the other social sciences and experience in research should qualify many young people for the associate staff positions. □

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A planner's library cont.

USE	TITLE	SOURCE
Analysis of economic trends, occupational and industrial projections (continued)	Commerce Today (bi-weekly)	U. S. Dept. of Commerce
	Federal Reserve Bank of St. Louis Review (monthly)	Federal Reserve Bank of St. Louis
	Federal Reserve Bank of Boston -- New England Economic Review (monthly)	Federal Reserve Bank of Boston
	Federal Reserve Bank of San Francisco Monthly Review (monthly)	Federal Reserve Bank of San Francisco
	Federal Reserve Bank of Kansas City (monthly)	Federal Reserve Bank of Kansas City
	*Area Trends in Employment and Unemployment (monthly)	U. S. Dept. of Labor Manpower Administration
	Business Conditions Digest (monthly)	U. S. Dept. of Commerce Bureau of Economic Analysis
	Monetary Trends (monthly)	Federal Reserve Bank of St. Louis
	U. S. Financial Data (weekly)	Federal Reserve Bank of St. Louis
	Federal Reserve Bank of Minneapolis -- Monthly Statistical Report for the Ninth District (monthly)	Federal Reserve Bank of Minneapolis
	U. S. Dept. of Commerce News (monthly)	U. S. Dept. of Commerce
	Advance BCD (monthly)	U. S. Dept. of Commerce
	Area Wage Survey (monthly)	U. S. Dept. of Labor
	Monthly Summary -- Employment and Earnings (monthly)	U. S. Dept. of Labor Bureau of Labor Statistics
	County Business Patterns CBP-71	U. S. Dept. of Commerce Bureau of the Census
	How the Government Measures Unemployment (one issue)	U. S. Dept. of Labor Bureau of Labor Statistics
	New Definitions for Employment and Unemployment (one issue)	U. S. Dept. of Labor Bureau of Labor Statistics
	Measuring Employment and Unemployment (one issue)	President's Committee to Appraise Employment and Unemployment Statistics

(Continued on page 36)

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USE	TITLE	SOURCE
On-going planning or program evaluation data, guidance, etc.	*Interagency Cooperative Issuances (especially Nos. 72-2 & 74-1) (periodically)	U. S. Dept. of Labor Manpower Administration
	*Operational Planning and Control System handbook (yearly revision)	same
	CEP Sponsor's Handbook (one issue)	same
	CAMPS Training Manual (January, 1973) (one issue)	same
	*Plan of Service (yearly)	State Employment Security Agency
	State Plan for Vocational Education (yearly)	State Education Agency
	Annual Program Report of Adult Basic Education Information (yearly)	State Education Agency
	Employment Service Automated Reporting System (ESARS) reports (monthly)	State Employment Security Agency
	Manpower Program Sponsor Reports (monthly)	U. S. Dept. of Labor, Manpower Administration; regional offices or individual sponsors

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